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Justice Assistance News

Task Force's Final Report

\$2 Billion Recommended For Prison Construction

The Attorney General's Task Force on Violent Crime has recommended that the federal government spend \$2 billion to help the states build prisons. It also made a number of recommendations about federal aid to states for improving law enforcement efforts as well as supporting research and statistics programs in the National Institute of Justice and Bureau of Justice Statistics.

The 49 recommendations contained in the task force's phase two report to Attorney General William French Smith are those which require changes in federal statutes, funding levels, or other resources which would increase the federal government's impact on violent crime.

The \$2 billion prison construction program should be administered by the National Institute of Corrections, the task force said. The criteria for a state's obtaining federal assistance under this program should include a demonstration of the need for the construction, a contribution of 25 percent of the overall cost of the construction, and an assurance of the availability of operating funds upon completion of the construction. Funds should be allocated by a formula that measures a state's need for prison construction relative to all states, the task force recommended.

"Given the fact that 43 percent of prisoners are being housed in facilities built before 1925, 70 percent of prison cells fall short of federal standards for square footage, and over one-half of the state

correctional systems have one or more institutions declared to be unconstitutional by federal courts, we are of the opinion that assistance leading to the replacement or renovation of outmoded

or substandard correctional facilities is extremely important," the task force said.

The task force also recommended that the Attorney General propose legislation

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Underwood Named NIJ Acting Director

James L. Underwood, a professor of law at the University of South Carolina, is the new acting director of the National Institute of Justice.

He succeeds Harry M. Bratt, who retired September 4 after serving as NIJ acting director since January 1980. Prior to that, Mr. Bratt was acting director of the National Institute of Law Enforcement and Criminal Justice, NIJ's predecessor agency.

Before joining NIJ, Mr. Underwood taught constitutional law and federal jurisdiction and procedure at the University of South Carolina.

From 1962 to 1965, Mr. Underwood served as a captain in the U.S. Army Judge Advocate General's Corp., where he tried a variety of criminal cases. Prior to that, he was a clerk for Judge Ralph Pharr in the Superior Court in Atlanta.

Mr. Underwood received bachelor's and law degrees from Emory University and a master of laws degree from Yale University in 1966.

He is the author of several books, including "A Guide to Federal Discovery Rules" and "Civil Trial Manuals I-II." He is a member of the South Carolina and Georgia bars, the American Law Institute, and Phi Beta Kappa.

Mr. Underwood is married and has one child, a daughter. ■



Mr. Underwood

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WHAT THEY ARE SAYING

Violence: A National Public Health Issue

The following is excerpted from an address by Horace G. Ogden, director of the Center for Health Promotion and Education, Center for Disease Control, U.S. Department of Health and Human Services, at a violence prevention forum at the Kennedy Library in Boston, Massachusetts.

It is hardly newsworthy that the health problems facing the United States in the quarter of the twentieth century are strikingly different, in magnitude and relative importance, from those which faced previous generations of public health professionals. Thanks in very large part to dramatic successes in dealing with the infectious diseases and to advances in medical treatment, many of the principal killers and disabilities of the past have declined, and in some cases, fallen off the charts. In their place are chronic diseases, like heart disease and cancer, and a constellation of problems that are not really "diseases" at all in the traditional sense of the word—accidents of various kinds and violence, including homicide and suicide.

Beginning about a decade ago and accelerating rapidly in the last five years, there has been a strong resurgence of interest in the concept of prevention, adapted to meet changing needs. Prominence also has been given to the relatively new concept of health promotion, in recognition of the fact that public health should now be concerned not only with the prevention of unnecessary death and disability, but with enhancing the quality of life.

The stage is now set to look at violence as a public health problem. Health professionals should now be concerned not only with the prevention of unnecessary death and disability, but with enhancing the quality of life. Violence is a public health problem because it has multiple causes. It is not susceptible to simple cure.

But it is susceptible to definition and measurement. It can be analyzed as a disease can, in terms of victim, agent, and circumstances. Based on these assessments, relative risks can be estimated, populations at special hazard defined, and common factors of environment or relationship identified.

And once this is done, it is reasonable to hope that intervention strategies can be designed to alter the circumstances most likely to produce violent behavior, to reduce risks, and ultimately to reduce unnecessary and preventable death and disability caused by violent behavior.

Lest anyone doubt that we are dealing with a public health problem of the first magnitude, let us note that homicide now ranks among the top five causes of death in every age group in the U.S. population from ages one through 44. It accounts for about 10 percent of all deaths among adolescents and young adults—about 7 percent among whites but more than 30 percent for blacks in this age group.

Homicide is a massive public health problem in the United States. It is a growing problem. It is a problem in which our national record is shockingly worse than that of other industrialized nations—nations whose vital statistics are closely comparable with ours in most other respects.

Moreover, its cost to the nation is not measured solely by death rates. Unlike cardiovascular disease and cancer, for example, whose greatest toll is among older people, homicide deaths are heavily concentrated among youth, multiplying the cost in terms of excess years of life lost, productivity wasted, potential unrealized.

In a very preliminary look, it is evident that the majority of homicides are not the product of other felonious crimes, but rather involve family members and acquaintances. The majority of these types of homicides involve firearms, but there has been a significant increase in homicides associated with other weapons as well.

Where do we go from here? Federal government health experts have set the following goals:



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- By 1990, the death rate from homicide among black males ages 15 to 24 should be reduced to below 60 per 100,000. (In 1978, the rate for this group was 72.5 per 100,000.)
- By 1990, injuries and deaths to children inflicted by abusing parents should be reduced by at least 25 percent. (Reliable baseline data are unavailable. Estimates vary from 200,000 to 4 million cases of child abuse occurring each year.)
- By 1990, the rate of suicide among people 15 to 24 should be below 11 per 100,000. (In 1978, the suicide rate for this age group was 12.4 per 100,000.)

At first glance, these three health status objectives may appear very modest indeed—perhaps too modest. But these were deliberately drawn so as to be achievable objectives, reasonable expectations in a decade already under way. Further, they were developed in recognition of the fact that this is an extremely complex field in which public health professionals recognize that they are neophytes. If these objectives are surpassed, so much the better.

We in the Center for Health Promotion and Education of the Center for Disease Control consider that the reduction of preventable death and disability due to violence is among our most exciting challenges in the immediate future.

The process, which we believe can be applied to the problem of violence in general and homicide in particular, can be divided into three stages.

The first is surveillance. Homicides are currently reported to police and vital statistics agencies. We suggest a collaboration permitting the linking and comparison of these data. We have begun this endeavor with an examination of child homicide, growing out of an initial interest in the broader problem of child abuse. Much evidence indicates that homicide in this age group is more difficult to define than for other ages. The National Center for Health Statistics of the Public Health Service and the Federal Bureau of Investigation of the Department of Justice have assisted us by supplying their homicide data.

Preliminary findings indicate that current figures may underestimate the incidence of child homicide by as much as 25 percent. This work is ongoing and is being broadened to include surveillance of adult homicides, as well as suicide and other violent deaths.

The second stage in which the public health enterprise, and specifically the Center for Disease Control, may be able to assist is the epidemiologic assessment of precursors to violence. It has been suggested, among other places in the 1990 objectives document, that the goal of stress reduction will decrease violence in our society. Thus far, the link between stress—which is variously defined—and violent behavior is preliminary at best.

We urgently need large population data that relate economic status, employment, isolation, crowding, illness in the family, drug or alcohol abuse, or lifestyle to such outcomes as homicide and suicide. Examination of these issues presents an exciting epidemiologic challenge in the coming decade.

The third stage is to use the epidemiologic findings as a basis for specific intervention measures to reduce risk. Already we can project a few: parenting and behavior education, stress recognition and coping skills, and alteration of both the environmental and lifestyle factors associated with heightened risk.

We have a great deal to learn. We certainly are not ready to propose solutions. We hope that our modest beginning in the Center for Health Promotion and Education at CDC—setting up a special project unit with two physician-epidemiologists giving full time to the public health aspects of violence—will be a pioneering effort. ■

AROUND the NATION

BALTIMORE, MD.—In an attempt to cut arrest processing time, police in Baltimore County, Maryland, are issuing "criminal citations." The citation, which looks like a parking ticket, gives an offender information on when to appear for trial without having to set foot in the police station. The new procedure was made possible by legislation passed by the state's general assembly last year. The law only applies in specific circumstances and leaves it to the police officer's discretion whether to issue the citation or proceed with traditional arrest procedures. Offenses for which citations can be issued include violations of county code regulations concerning licensing alcoholic beverages, firearms, loitering, hunting, disturbing the peace, trespassing, and public drinking. ■

Crime Rose In 1980

Crime rose 9 percent in 1980, according to the final figures compiled by the Federal Bureau of Investigation.

When compared with 1979, violent crime increased 11 percent and property crime was up 9 percent.

Among the violent crimes, murder increased 7 percent; forcible rape, 8 percent; robbery, 18 percent; and aggravated assault, 7 percent. In the property crime category, burglary increased 14 percent; larceny-theft, 8 percent; and motor vehicle theft, 2 percent.

Southern states had the highest percentage of reported crime in the United States (31.3 percent), followed by the Western states (23.9 percent), North Central states (23.5 percent), and Northeastern states (21.3 percent).

Since 1976, violent crime increased 33 percent and property crime was up 16 percent, the Bureau said. Since 1971, violent crime has jumped 60 percent and property crime 54 percent. ■

US Bombing Incidents Decrease 15 Percent

The number of bombings in the U.S. decreased 15 percent during the first six months of 1981 as compared to the same period of 1980, the Federal Bureau of Investigation reports.

The preliminary figures show 553 bombings occurred during the first half of 1981, of which 369 were explosive and 184 incendiary. A total of 645 bombings were reported for the same period in 1980.

This year's incidents resulted in 11 deaths, 68 injuries, and property damage estimated at more than \$55 million.

Residences were the most frequent targets of the bombings, accounting for 33 percent of all incidents. Commercial operations, office buildings, vehicles, and school facilities also were frequent targets. Eleven attacks were aimed at law enforcement agencies. ■

'Local Legal Cultures' Blamed For Trial Court Delay

Local legal cultures and traditions that have become ingrained in the court system over the years are perhaps the biggest obstacle to overcome in trying to reduce trial court delay, says the Law Enforcement Assistance Administration.

LEAA, basing its observations on five years of experimentation and research to speed up trials, identified the so-called "local legal culture" as informal accommodations often reached between judges and attorneys over the conduct of the court's business—decisions that should be made by the trial court judge.

It cited as an example an attorney who tries to handle too many cases at one time and repeatedly asks for continuances of his cases to meet his schedule. Many, if not most, judges try to be accommodating.

LEAA also said that in some large metropolitan courts, some attorneys also engage in dilatory tactics to help their clients, and over time these practices become institutionalized.

"In some courts," said Nicholas Demos, LEAA's program manager, "it takes as long to pick a jury as it does to try a case. These delays gradually become the norm. This, of course, results in a tremendous waste of resources."

Mr. Demos said LEAA's Court Delay Reduction Program found that, in some courts, lawyers are permitted to wait until just before the trial before commencing plea bargaining, while prosecutors often are guilty of not dismissing marginal cases until just before trial.

It also discovered that there were cases in which victims or witnesses were ordered to appear eight or ten times before the trial finally began, he said.

"In this situation you can truly say that the crime victim also has become the victim of the criminal justice system," Mr. Demos said.

The best way to reduce trial delay is for the courts to control the flow of cases from the filing of charges through the trial, Mr. Demos said. "Time standards

must be adopted for each step in the trial process so that points of delay are identified and eliminated."

Just as crucial, the attitudes of participants in the court process must be changed to support processing of marginal cases within the new standards, he said.

Some Courts Efficient

"Some courts have processed cases efficiently for many years," said Demos.

He cited these examples:

- The Portland, Oregon, circuit court has routinely processed cases from arrest to trial in less than 30 days.
- Miami reduced its criminal case processing from 212 days to 80 days.
- Detroit eliminated a 4,000 case backlog in the City Recorder's Court by reducing processing time from 270 days to 75 days.



Informal accommodations between judges and attorneys frustrate efforts to reduce trial court delay, LEAA says.

Court Delay

- Las Vegas reduced its criminal backlog from 1,551 to 973 cases despite a major concurrent growth in new litigation.
- Ann Arbor, Michigan, completely eliminated a 2,000 case criminal backlog while simultaneously reducing its median processing time from 286 to 65 days.

George Bohlinger, acting administrator of LEAA, said, "State court personnel are developing entirely new attitudes toward what can and should be done to better serve the public and save money."

Workshops Conducted

Mr. Bohlinger said LEAA has conducted workshops on court delay reduction for 36 metropolitan trial courts, and for 26 state court systems. Technical assistance teams have assisted nearly as

many courts over the past four years. Their recommendations include:

- Define the existing case processing system, and collect sample or complete data on caseloads and case processing times.
- Organize the court and bar to seek cooperative solutions to improve case processing. Emphasize court responsibility for the handling of its caseload.
- Identify the principal case management problems, and form a delay reduction plan that can be phased in over a fixed period.
- Establish a permanent court monitoring and control system.

The LEAA program, which started in 1976, has already assisted over 70 metropolitan and state court systems, providing technical assistance, demonstration grants, and training. It works with both trial and appellate courts. Major statewide grants are currently operating in

New Jersey, Massachusetts, and Alabama.

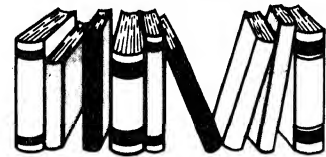
A 1980 evaluation report by the American Judicature Society on the early phase of the program said that delay reduction strategies had been successful in improving case processing time in the four jurisdictions studied without altering patterns of disposition or sentencing.

"Guilty pleas neither increased nor decreased; sentences were neither harsher nor more lenient. In short, the fear that reducing delay necessarily means 'giving away the courthouse' is unfounded," the report said.

As a result of the program, the Conference of State Chief Justices and State Court Administrators resolved to dedicate 1981 to a "renewed emphasis on court delay reduction." Thus far, 44 states and territories have said they will participate in state-level workshops to tailor plans for reducing court backlogs and delay in their jurisdictions. ■



Publications



Spouse Abuse in the Armed Forces, by Lois West, Willie M. Turner, Ellen Dunwoody, and William H. Schaap (\$10.00); **Prosecution of Spouse Abuse: Innovations in Criminal Justice Response**, by Lisa G. Lerman (\$7.00); and, **Legal Help for Battered Women**, by Lisa G. Lerman (\$1.50), all published by the Center for Women Policy Studies. To order, write: Center for Women Policy Studies, 2000 P St., N.W., Washington, D.C. 20036.

Urban Danger: Life in a Neighborhood of Strangers, by Sally Engle Merry, published by Temple University. The cost is \$18.95. To order, contact: Temple University Press, Broad and Oxford Sts., Philadelphia, Pa. 19122; telephone: 15/787-8787.

The Silent System: An Inquiry Into Prisoners Who Commit Suicide, by B.E. Hurch and R.V. Ericson (\$5.00); **Decarceration and the Economy of Penal Reform**, by J. Chan and R.V. Ericson (\$5.00); and **Vandalism: A Bibliography**, by J. Pethick and C.J. Matthews (\$2.50), all published by the University of Toronto's Centre of Criminology. To order, write: Publications Office, Centre of Criminology, University of Toronto, 130 St. George St., Toronto, Canada M5S 1A1.

Guide to the Design and Development of an Equal Employment Opportunity Program and Conducting Affirmative Recruitment in Criminal Justice Agencies, published by OJARS' Office of Civil Rights Compliance. For a free copy, write: Office of Civil Rights Compliance, OJARS, Washington, D.C. 20531.

International Exchange of Information on Current Criminological Research Projects in Member States of the Council of Europe, a directory of current criminological research projects, published by the Council of Europe. To order, write: Directorate of Crime Problems, Council of Europe, Strasbourg, France.

Developing Community-Based Services for Battered Women and Their Families, a 150-page manual published by the Park Slope Safe Homes Projects. The cost is \$5.00. To order, write: Park Slope Safe Homes Projects, P.O. Box 429, Van Brunt Station, Brooklyn, N.Y. 11215.

Citizen Support for the Police (\$2.00, order number PN5013), **Contract Administration in a Police Agency** (\$3.50, PN93), **Labor Relations Guidelines for the Police Executive** (\$3.00, PN91), and **Policy and Administrative Guidance** (\$4.00, PN90), all published by

The Traffic Institute as part of its management series. To order, write: Book Department, The Traffic Institute, Northwestern University, P.O. Box 1409, Evanston, Ill. 60204.

Child Snatching: The Legal Response to the Abduction of Children, by Sanford N. Katz, published by the American Bar Association Section on Family Law. The cost is \$19.00. To order, write: ABA Circulation Department, 1155 E. 60th St., Chicago, Ill. 60637. Add \$1.00 handling charge for each order.

Explosives: Federal Agency Directory, a directory of federal agency information on explosives compiled by the Federal Interagency Commission on Explosives and published by the Bureau of Alcohol, Tobacco and Firearms. To order, write: Bureau of ATF, U.S. Department of the Treasury, Washington, D.C. 20226.

Information Systems Technology in State Government, presents a detailed census of information systems technology in the 50 states, including law enforcement and public safety agencies, published by The National Association of State Information Systems. The cost is \$30.00. To order, write: NASIS, P.O. Box 11910, Lexington, Ky. 40578. ■

Attorney General's Violent Crime Task Force

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and request funding to allow direct financial assistance to state and local governments that are suffering a criminal justice disaster or emergency of such an unusual nature and proportion that their own resources fall short of addressing the need.

For example, the task force noted the efforts of LEAA in providing technical assistance and discretionary grant awards or reprogramming block funds to meet such emergencies as national political conventions in Miami, Detroit, Kansas City, and New York.

With the demise of LEAA, the federal government no longer has available to it a source of funding that can be used to meet emergencies such as these, the task force said.

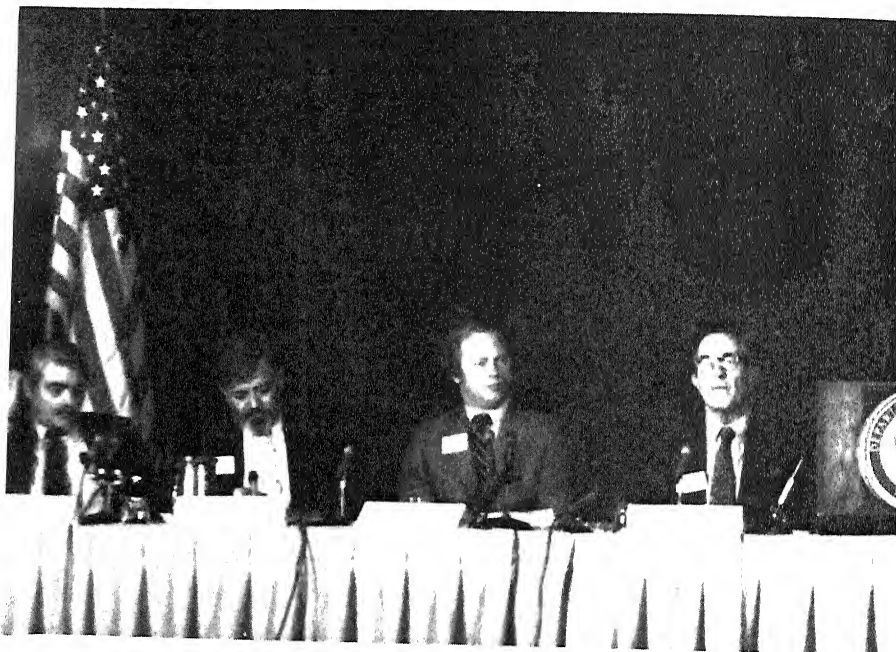
"We believe that, when conditions warrant, the federal government must provide such assistance to state and local law enforcement to ensure that criminal justice services are maintained and law and order are preserved," the task force said. "To this end, we recommend that the Attorney General seek legislation that would specifically authorize the Department of Justice to provide such assistance and that adequate funds be made available for such purposes."

The task force report made several recommendations concerning federal research and statistical efforts.

Research and Statistics

Arson should be the subject of a special statistical study on a regular basis, it noted.

It also asked the Attorney General to ask the National Institute of Justice to make a high priority the research



Attorney General Smith (center, standing) addresses members of the task force, from left: Los Angeles County; David Armstrong, district attorney of Louisville; former Attorney General, co-chairman; William Hart, Detroit police chief; James Q. Wilson, professor of government of Law Enforcement.

ence for the use of a firearm in the commission of a federal felony and to prohibit the importation of unassembled parts of handguns that would be prohibited by law if assembled.

Juvenile Crime

The task force also recommended increased efforts to combat juvenile crime. It said the FBI should collect fingerprint and criminal history records of juveniles convicted of serious crimes and that federal investigative and prosecutorial resources now directed against traditional organized crime activities should be expanded to include the serious criminal

gangs. Funding for and development provided "within the work for general" he said.

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Six Task Force Recommendations To Directly Affect

Of the 64 recommendations contained in the task force report, six would have a direct bearing on JSIA agencies.

Recommendation 53 proposes creation of a funding program at the federal level that would support and local efforts to initiate demonstration criminal justice projects, but not against the creation of a LEAA-type program.

Another recommendation would permit federal financial assistance in areas that were experiencing a criminal justice emergency such as the murders in Atlanta earlier this year.

The other recommendations suggest increased federal efforts in the statistical analysis of crime, federal support of centralized criminal justice research at the state level and training for criminal justice practitioners.

Here are the task force proposals that have a direct relationship to JSIA agencies:

• **Recommendation 53:** The Attorney General should ensure that

Task Force Completes Final Recommendations



From left: Attorney General, Crime Victims Legal Advocacy Institute; Wilbur Littlefield, public defender, Illinois; Mr. Smith; Jeffrey Harris, task force executive director; Gov. James Thompson of Illinois; and, Robert Edwards, director of the Division of Criminal Justice in the Florida Department of Corrections.

Recommendations to State Agencies

adequate resources are available for research, development, demonstration, and independent evaluation methods to prevent and reduce violent crime; for disseminating these findings to federal, state, and local jurisdictions; and for implementing programs of proven effectiveness at the state and local level. b. Grants for implementing such demonstration programs require a reasonable amount of state or local funds and be available to a reasonable time period.

Recommendation 52: The Attorney General should support or promulgate legislation to allow direct financial assistance to supplement the resources and efforts of state and local jurisdictions that have demonstrated they are suffering a criminal justice disaster or emergency of such unusual nature and proportion that their own resources fall short of addressing the need, and he should request adequate funds to support such assistance.

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For example, the task force noted, the prosecution of juvenile career criminals has been limited because prosecutors are encouraged to restrict their efforts to adults. This problem is exacerbated by a lack of juvenile criminal history data available to adult sentencing courts, it said.

"We feel strongly that any resources which are made available be directed toward the reduction of violent crime committed by juveniles, with a particular emphasis on the serious repeat offender," the task force report said.

Bail Reform Advised

In other recommendations, the task force said:

- The Attorney General should seek a substantial increase in personnel resources for federal law enforcement and prosecutorial agencies to enable them to effectively perform their present responsibilities and the expanded responsibilities recommended by the task force.

- Legislation should be proposed to amend the Bail Reform Act to deny bail to persons who present a danger to the community and those accused of a serious crime who had previously, while in a pretrial release status, committed a serious crime; define the authority of the courts to detain defendants unlikely to

appear for trial; provide the government with the right to appeal release decisions; and make the penalties for bail jumping more proportionate to the penalties for the offense with which the defendant was originally charged.

- Legislation should be proposed to create a verdict in federal criminal cases of "guilty but mentally ill."

- Amend the "exclusionary rule" so that evidence would not be excluded from a criminal proceeding if it was obtained by an officer acting in the "reasonable, good faith belief" that it was in conformity with the Fourth Amendment to the U.S. Constitution.

- Legislation should be enacted to establish federal standards for the fair treatment of victims of serious crimes, and a study should be conducted on the various crime victim compensation programs and their results.

Citizens Expect Justice

"The citizen wants safety and expects justice; too often, he or she gets neither," the task force said. "Citizens may be able to accept, even if they do not like or understand, high rates of crime, but they will not accept and will never understand the failure of the criminal justice system to excuse the innocent and punish the guilty."

"When guilty persons go free because an officer acting in good faith seizes evidence that is thrown out of court on a technicality, when a convicted person evades punishment by countless and often trivial appeals, when judges give sentences that are so disparate as to bear little systematic relation to the magnitude of the offense or the record of the offender, when convicted offenders who have previously abused the privilege of bail are given bail again—when these and other apparent injustices occur, the citizen is not simply fearful, he or she is angry. If the government cannot ensure the safety of every citizen (and it cannot), it can at least ensure the integrity of the criminal justice system, and it can do this without weakening those fundamental rights that are essential to a system of ordered liberty."

Copies of the final report of the Attorney General's Task Force on Violent Crime are available from the Department of Justice, Washington, D.C. 20530. ■

Inmate Mothers Care For Babies In Unique Program

The following article is reprinted with permission from *The New York Times*.

By Sheila Rule

Inmates of the Bedford Hills Correctional Facility, New York State's prison for women, had just returned to their rooms for a head count when a chorus of persistent cries rang out from down the corridor. Within minutes, regulations were eased to allow some of the women out of their rooms to quiet the disturbance.

It was a case of babies overpowering the prison system.

The cries came from the facility's nursery, where children born after their mothers are sentenced may stay until they are a year old. The nursery and other family-oriented programs at the facility are operated with state assistance by Catholic Charities, Diocese of Brooklyn, in an effort to bring a sense of normalcy to the abnormalities of serving time.

But caring for an infant in a prison can lead to anxiety, tension, and frustration for the inmate mothers, who say the nursery program works both for them and against them. Rules infractions can lead to a loss of privileges that mothers outside the prison walls consider their rights.

Duties Of Mothers

The mothers' primary prison duties are to care for their children, most of whom were born in nearby Northern Westchester Hospital, and to keep their living quarters clean. A program is being developed to assist them in their children's development, and they may attend educational or vocational classes at the prison.

"This is all very complex," said Sister Elaine Roulet, the enthusiastic Catholic Charities family liaison official who administers the programs. "Should the babies be here? I don't know. It could be the most wonderful thing in the world, and maybe it's not. I don't have the answer."

Rules Frustrate Mothers

"It is difficult," said Maria Rodriguez, as she watched her three-month-old son, Alfredo, investigate a toy in the play area. "They feel this is a privilege and you shouldn't complain. Sometimes I feel dis-

gusted about it because there are a lot of things they don't let you do with your baby.

"If the baby has to go outside to a hospital, we're not allowed to go. We're not allowed to bring the babies into our room. We can't take our own baby's temperature or feed them the foods we want to feed them," she said.

"There are still so many rules. It's like one inmate said you're afraid to get up in the morning because you don't know what you won't be allowed to do next. Sometimes I don't feel like a mother because I've got so many restrictions against my own baby. Sometimes you just want to scream."

The tension is most palpable when a baby is placed with relatives or in foster care. The removal of the infant and the immediate reassignment of the mother to



he general population of more than 400 inmates always reminds the remaining mothers that the same thing will happen to them unless they are paroled before their children are a year old.

"I was sitting looking at Leanne the other day and tears came to my eyes," said Mary Wright, who is serving a sentence of one-and-a-half to three years for possession of stolen instruments. "She's leaving home October 26 and I hope and pray that I get to go home right after her go up before the parole board in November."

Florida Tried Program

The nursery is one of several family programs overseen by Sister Elaine at the prison, which houses women from throughout New York State. She said that the nursery has been in existence "as long as the prison has" and that she believed it was the only one of its kind in the country.

A Florida Circuit Court judge ruled last year that "an infant should remain with his mother if possible," and ordered the state to provide a joint cell for an inmate and her newborn son. Since then, mothers and children have been living in a nursery cottage in the Florida Correctional Institution at Lowell. But prison authorities are not happy with the arrangement and hope to phase it out by attrition under a revised state law that gives the courts less latitude in deciding mother-child prison cases.

Other family services at Bedford Hills include transportation of families who could not otherwise visit the facility, placement of children in foster care during the mother's confinement, family therapy sessions, and crisis intervention. The prison also has the Sesame Street room, which provides visiting children with a play area where they are supervised by inmate volunteers and an early-childhood teacher, and a "parenting center" where mothers and children can spend time together without disturbance. Families in the neighboring community have served for three years as hosts to children of inmates, letting the children sit with their mothers daily for a week.

"We are trying to make changes, and these changes may be wonderful and marvelous, but the bottom line is that this is still a prison and an abnormal place," Sister Elaine said. "It's hard to make it normal, but the real tragedy would be not to try."

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Task Force Recommendations That Affect JSIA Agencies

(Continued from page 7)

- **Recommendation 51:** The Attorney General should ensure that adequate resources are available for the collection and analysis of statistics on crime, its victims, its perpetrators, and all parts of the justice system at all levels of government and for the dissemination of these statistics to policymakers in the Department of Justice; other agencies of federal, state, and local government, the Congress; and the general public.

- **Recommendation 48:** The Attorney General should support or propose legislation to authorize and provide adequate resources for grants to state governments to establish the

central state repositories of records and the criminal justice information systems required for participation in the Interstate Identification Index program, or alternative criminal history exchange programs.

- **Recommendation 45:** The Attorney General should seek additional resources to allow state and local prosecutors to participate in training programs for prosecutors.

- **Recommendation 44:** The Attorney General should establish, and where necessary seek additional resources for, specialized training programs to allow state and local law enforcement personnel to enhance their ability to combat serious crime.

RECENT GRANTS

NIJ

- \$220,780 to the Police Foundation to expand its current study of the operation of the New York State gun law in New York City to include the legislation's effectiveness throughout the state.

The grant includes funds to publish a report that will give state legislators and the public information about how to reduce gun violence through statutory reform.

- \$249,880 to the University of Denver's Department of Mass Communications to study the effectiveness of the "Take a Bite Out of Crime" crime prevention advertising campaign.

The study, which will include interviewing a national sample of adults, will judge the impact of long-term anti-crime messages on citizens and develop strategies to improve such campaigns.

- \$119,400 to the New York City Arson Strike Force to study the relationships between arson and housing assistance programs.

The project, which will run through April 1983, will evaluate the city's anti-arson policies to determine their applicability elsewhere. It will compare computerized records of buildings that have received housing assistance to records of arson incidents

to determine if they have a higher arson rate than buildings in general.

- \$123,105 to the University of Maryland Law School in Baltimore to continue the development of an annual review of criminal justice research.

"Crime and Justice: An Annual Review of Criminal Justice Research" is a compilation of current essays on criminal justice. The series serves criminal justice practitioners, policymakers, and researchers by making available in a single course, over a period of years, a summary of basic knowledge about critical policy and research issues involved in crime control.

OJJDP

- \$202,483 to the National Urban League, New York City, to complete a study of the relationship between school suspension and discipline and juveniles' involvement in the criminal justice system.

- \$200,000 to the Arkansas Highway Safety Department to develop a model adolescent alcohol prevention program.

The funds will be utilized to combat alcohol and drug abuse among school children in eight communities throughout the state as well as three to five other states.

Views In The News

QUICK ACTION WANTED:

"Most Americans will cheer the strong law-and-order tone running through the final report of a presidential commission on violent crime.

"Of all the panel's recommendations, the one that would be of most immediate benefit to states and cities calls for a four-year, \$2 billion program of federal aid to build new prisons.

"More cells aren't the only answer to the crime problem, of course. However, better law enforcement, more vigorous prosecution and tougher sentences won't mean much unless there are jails for the miscreants.

"Earlier, the commission proposed that the government turn over to states surplus military facilities suitable for use as prisons. The administration already is acting on that suggestion, and we hope it will move as quickly on the commission's longer-range plan..."—*Editorial, The New York Daily News.*

DECENT PRISONS:

"Gov. Thompson is right to single out inadequate prisons as one of the key problems in crime control. The Justice Department's task force on violent crime, of which Gov. Thompson was co-chairman, has recommended a \$2 billion federal program to build new prisons. President Reagan should find room in the budget to put the proposal quickly into effect..."—*Editorial, The Chicago Tribune.*

A FAIR CHANCE FOR REFORM:

"Whatever their politics, liberals and conservatives alike tend to agree on one key point in the controversial debate over how best to fight the continuing crime problem in the US: that the nation's current prison facilities, overcrowded, often understaffed, and in many cases built decades ago, are not succeeding in rehabilitating criminals...

"For that reason, suggestions now coming from top government and prison officials about the need for new—and more modern—prison facilities warrant close examination by the

American public. That is not to say that building new prisons by themselves will be the ultimate answer to the crime problem...

"But better prison conditions could surely be an important anticrime step combined with such enlightened penal practices as work release and community service programs, probation, victim restitution, and more appropriate sentencing and earlier parole procedures..."—*Editorial, The Christian Science Monitor.*

MORE PRISON BEDS:

"The Attorney General's Task Force on Violent Crime made 64 major recommendations, most of them so good that we feel hesitant to complain, but complain we must: Everybody talks about crime, but nobody does anything about it. The talking is one reason for the lack of action.

"This is the fourth (or fifth?) big, national, blue-ribbon report on crime to come along since the urban riots of the mid-1960s. There have been findings by the score and recommendations by the dozen. But there has not been a lot of legislation, not been a lot of policy and program changes—at least not enough to keep the rise in criminal activity from more than doubling during this period...

"Our own sense of priorities is that federal aid for more state prison beds is do-able and urgent. Then we would like to see prosecutors and courts made more effective, perhaps by modifying the exclusionary rule, probably by authorizing detention before trial of dangerous criminals, and almost surely by employing strict sentencing guidelines, and a phase-out of parole. These are the sorts of things that would help take the criminals off the streets and put them into those new prisons..."—*Editorial, The Baltimore Sun.*

A WELCOME CHANGE: "A Reagan administration task force on violent crime has proposed a welcome change of emphasis—from protecting criminals to protecting the public...

"Its recommendation that the federal government spend \$2 billion over

four years to help the states build prisons will run up against the Reagan administration's budget-cutting policy.

"But when judges are ordering prisoners released because there isn't enough room for all of them, the need for more prison facilities can hardly be denied.

"A recommendation to modify the exclusionary rule, which now outlaws the use of some evidence, is sound...

"Elimination of parole would put criminals on notice that they could no longer expect to get out of prison after serving minimum time.

"Criminals and proverbial bleeding hearts will take exception to the proposal to keep potentially dangerous defendants in jail until trial, but the general public no doubt will see this as a good thing...

"The task force's recommendations probably will spark a good deal of controversy, and many of them are not likely to be adopted immediately.

"But they should help nudge the criminal justice system toward greater attention to the rights of society..."—*Editorial, The Pittsburgh, Pa., Press.*

HUMANE CONDITIONS:

"The findings of a federally-financed study on prisons...said long-term inmates of overcrowded prisons die, commit suicide, become ill, and create disciplinary problems more frequently than those confined in prisons with private cells of at least 50 square feet. The report adds very important data to the national debate on prisons now taking place...

"Although crime is becoming the nation's biggest fear, many Americans still shy away from building more prisons to house criminals. There is an attitude by some that prisons should be tough and not a 'nice place.' True enough, prisons should not be luxury hotels, but they still should provide humane conditions. Unfortunately, inhumane living conditions exist at many prisons because of overcrowding, and this does nothing but harden criminals in their ways..."—*Editorial, The Atlanta Constitution.*

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Calendar

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Nov. 15-20: Workshop for Criminal Justice Practitioners at Middle Level Positions, Atlanta, Ga., sponsored by Atlanta University's Criminal Justice Institute. Contact: Ms. Joann Smith, Criminal Justice Institute, Atlanta University, Atlanta, Ga. 30314, 404/681-0251, ext. 356.

Nov. 30-Dec. 4: Command Officer Management Development, St. Louis, Mo., and **Dec. 7-10:** Discipline, Atlanta, Ga., sponsored by Michigan State University's School of Criminal Justice. Contact: Ms. Sue E. Weber, School of Criminal Justice, Michigan State University, 560 Baker Hall, East Lansing, Mich. 48824, 517/353-5482.

Dec. 1-4: Industrial Security, and **Dec. 7-11:** Retail Security, both held in Louisville, Ky., and sponsored by the National Crime Prevention Institute. Contact: Admissions, National Crime Prevention Institute, School of Justice Administration, Shelby Campus, University of Louisville, Louisville, Ky. 40292, 502/588-6987.

Dec. 1-4: Forensic Science Techniques Seminar; **Dec. 7-18:** Supervision of Police Personnel and Traffic Accident Reconstruction; **Dec. 12:** Vehicular Theft Investigation Workshop; and, **Dec. 14-16:** Stress Management in Law Enforcement Seminar, all held in Evanston, Ill., and sponsored by The Traffic Institute. Contact: Registrar, The Traffic Institute, Northwestern University, 555 Clark St., P.O. Box 1409, Evanston, Ill. 60204, 312/492-7245.

Dec. 3-4: 1st Police Management Inspections and Control Institute; **Dec. 9-11:** 27th Local Government Problems Short Course; and **Jan. 4-Mar. 19:** 18th Command and Management School, all held in Dallas, Texas, and sponsored by The Southwestern Legal Foundation. Contact: The Southwestern Legal Foundation, University of Texas, P.O. Box 707, Richardson, Texas 75080, 214/690-2377.

Dec. 3-4: The Management of Guarding Operations, Arlington, Va., and **Jan. 18-20:** Physical Security Workshop,

Orlando, Fla., sponsored by the American Society for Industrial Security. Contact: ASIS, Educational and Seminar Programs Department, 2000 K St., N.W., Suite 651, Washington, D.C. 20006, 202/331-7887.

Dec. 3-4: Burglary Investigation; **Jan. 21-22:** The Job of the Supervisor; and, **Jan. 27-28:** Crime Scene, all held in New York City and sponsored by the John Jay College of Criminal Justice. Contact: Ms. Barbara Natow, Criminal Justice Center of John Jay College, 444 W. 56th St., New York, N.Y. 10019, 212/247-1600.

Dec. 6-10: Hostage and Kidnap Negotiations, Reno, Nev., and **Dec. 27-31:** Operational Intelligence for Security Directors, Ft. Lauderdale, Fla., sponsored by Richard W. Kobetz and Associates. Contact: Dr. Richard W. Kobetz, North Mountain Pines Training Center, Route Two, Box 342, Winchester, Va. 22601, 703/662-7288.

Dec. 7-11: Counseling and Communications Skills; and **Dec. 14-18:** Firearms Qualifications, both held in Tampa, Fla., and sponsored by the Hillsborough Community College's Criminal Justice Institute. Contact: Francis J. Deangelis, Coordinator, Criminal Justice Institute, Hillsborough Community College, P.O.

Box 22127, Tampa, Fla. 33622, 813/247-6641, ext. 245.

Dec. 10-13: The Criminal Trial, Atlanta, and **Jan. 21-24:** Jury Selection, Houston, sponsored by The National College for Criminal Defense. Contact: Registrar, The National College for Criminal Defense, College of Law, University of Houston, Houston, Texas 77004, 713/749-2283.

Dec. 10-14: Advocacy Skills in the Juvenile and Family Court—7th Annual Juvenile Court Training Conference, San Francisco, Calif., sponsored by the National College of Juvenile Justice. Contact: National College of Juvenile Justice, P.O. Box 8978, University of Nevada-Reno, Reno, Nev. 89507, 702/784-6012.

Dec. 14-15: Fuel Efficient Driving Instructor Course; **Jan. 4-8:** Police Traffic Radar Instructor Course; and, **Jan. 11-Feb. 5:** Police Traffic Management, all held in Jacksonville, Fla., and sponsored by the Institute of Police Traffic Management. Contact: IPTM, University of North Florida, 4567 St. Johns Bluff Road, South, Jacksonville, Fla. 32216, 904/646-2722.

Dec. 16-19: 59th Annual Conference of the National Legal Aid and Defender Association, San Francisco, Calif. Contact: M.A. O'Donnell, NLADA Conference Office, 1625 K St., N.W., Eighth Floor, Washington, D.C. 20006, 202/452-0620.

Jan. 18-22: Developing Administrative Staff Skills, Phoenix, Ariz.; and **Jan. 25-29:** Administration and Management of Small Police Departments, Orlando, Fla., sponsored by the International Association of Chiefs of Police. Contact: IACP, 11 Firstfield Rd., Gaithersburg, Md. 20760, 800/638-4085.

Jan. 27-29: Ordnance Expo '82, Los Angeles, Calif., sponsored by the Los Angeles Police Revolver and Athletic Club. Contact: LAPRAAC, Box 1591 Main Office, Los Angeles, Calif. 90053, 213/221-3101. ■

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Theodore R. Newman, Jr., chief judge of the District of Columbia Court of Appeals, has been elected president of the Board of Directors of the National Center for State Courts.



Judge Newman has served as chief judge of the D.C. Court of Appeals since 1976. From 1970 to 1976, he was associate justice of the D.C. Superior Court.

Prior to his appointment to the bench, he practiced law in Washington, D.C.

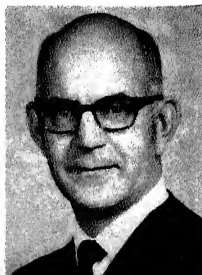
Robert J. Armstrong has been elected president of the National District Attorneys Association. Armstrong received the General's Award for his service.



Administrative law judge

with the Kentucky Department of Insurance. For two years he was a hearing officer on the Jefferson County, Kentucky, Board of Health and was a juvenile court judge in Jefferson County from 1971 to 1973. Mr. Armstrong also was Louisville assistant police court prosecutor from 1969 to 1971.

Albert W. Barney, chief justice of the Vermont Supreme Court, has been elected chairman of the Conference of Chief Justices. He succeeds **Robert J. Sheran**, chief justice of the Supreme Court of Minnesota.



Judge Barney has served on the Vermont Supreme Court for 22 years and was chief justice for seven years. He was a judge of the Superior Court from 1952 to 1959, serving as chief judge from 1958 to 1959.

From 1961 to 1964, Judge Barney was chairman of the Statutory Revision Commission and a member of the State General Assembly. He has been a faculty member of the American Academy of Judicial Education since 1970.

Eugene J. Murret, judicial administrator of Louisiana, is the new chairman of the Conference of State Court Administrators. He succeeds **William H. Adkins II**, state court administrator of Maryland.



Mr. Murret has been Louisiana's judicial administrator since 1971. He previously served as executive counsel to the governor of Louisiana from 1969 to 1971.

Bruce G. Dew has been appointed director of the South Carolina Division of Public Safety Programs.

Prior to his appointment, Mr. Dew was a special assistant to the director of the Central Intelligence Agency in Washington, D.C. From 1979 to 1980, he was a judge of the Fifth Magisterial District in Lexington County, South Carolina.

